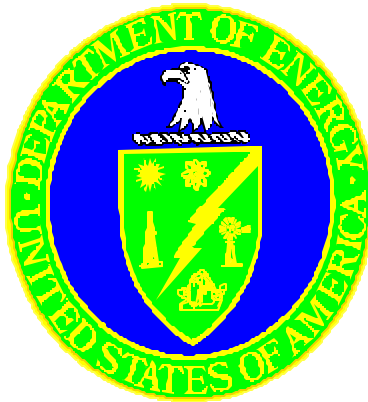


# **U.S. DEPARTMENT OF ENERGY**

## **Report on Carryover Balances For Fiscal Year Ended September 30, 2005**



**February 2006**

Prepared by: Office of Chief Financial Officer

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## Purpose

On October 24, 1992, the President signed the Energy Policy Act of 1992 into law (Public Law 102-486). Section 2307 of the Act requires the Department of Energy (DOE) to submit an annual report to Congress on the status of its uncosted obligations (obligations recorded for specific deliverables that are not yet completed and accepted). This is the fourteenth annual submission of that report.

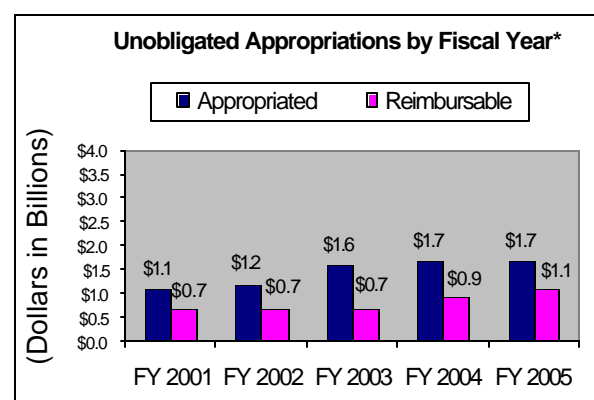
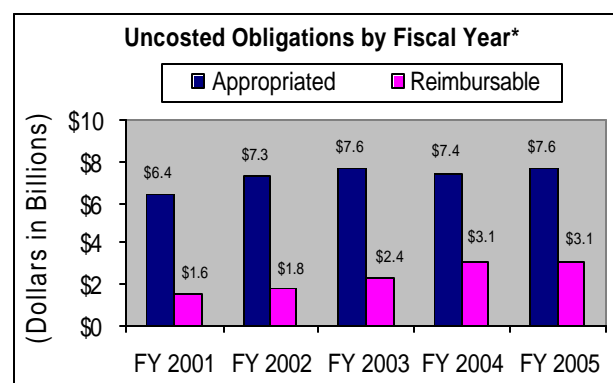
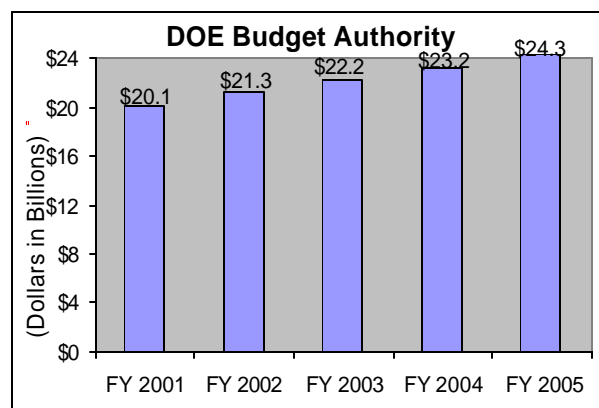
## Analysis Results

As Exhibit 1 displays, the Department has averaged a \$1 billion increase in budget authority over the last five fiscal years (FY). These increases have also been accompanied by continuing resolutions that have been in effect as late as the second quarter of the FY. Over the last four years, the Department's appropriated uncosted balances have remained relatively constant, ranging from \$7.3 billion to \$7.6 billion. Reimbursable uncosted obligations remained constant from 2004, following a \$700 million increase primarily attributable to the establishment of long term (five to ten year) construction agreements with the Department of the Navy in FY 2004. Due to the up-front funding requirements for these agreements, higher than normal uncosted balances are expected. Balances will be reduced in the coming years as significant construction deliverables are completed.

Despite the annual increases in budget authority, the Department's appropriated unobligated balance remained unchanged from FY 2004. Taken together, these results indicate that the Department is managing its uncosted and unobligated balances effectively in relation to budget authority increases.

In addition to monitoring overall trends in uncosted obligations, the Department evaluates its individual appropriation balances against pre-defined thresholds (or targets) that

Exhibit 1



\* Excludes Bonneville Power Administration

represent standard costing levels for various types of funding, such as construction, operating and capital equipment. While balances above these thresholds are not inherently inappropriate, they must be analyzed and justified to ensure they remain consistent with sound financial management and overall funding needs.

The Department's FY 2005 combined total balances exceeded the established threshold for all appropriations by \$646.6 million<sup>1</sup>. The major driver for this variance is the Defense Nuclear Nonproliferation appropriation, which was \$556.5 million over threshold. As has been reported in prior reports, this appropriation supports, but is not limited to, the following programs: Russian Transition Initiative (RTI), Materials Protection Control and Accounting (MPC&A), Fissile Materials Disposition (FMD), Elimination of Weapons Grade Plutonium Production (EWGPP), and Nonproliferation and International Security (NIS). These programs display inherently higher balances due primarily to the unique funding processes involved in work with Russia and the Former Soviet Union (FSU). Contracts under these programs require full up-front funding, and payments are not made until key deliverables are completed. The multi-year nature of the work typically delays the costing process, resulting in higher than normal year-end balances.

Other appropriations that were more than \$30 million over threshold were the Nuclear Waste Fund, Fossil Energy Research and Development, Energy Conservation, Energy Supply, Strategic Petroleum Reserve Petroleum Account and Other Defense Activities. The \$30 million level represents all individual appropriations with an over-threshold amount greater than 5% of the Department's total net amount over threshold, rounded down to the nearest \$10 million. Drivers for these amounts include contracts delayed due to the effects of continuing resolutions, Presidential directives, multi-year cost-shared contracts that require up-front funding and costing over an extended period and the use of competitive contractual instruments that require additional time to generate award. Detailed justifications for the over-threshold amounts are provided in the "Explanation of Significant Threshold Variances" section of this report.

After considering the effects of annual increases in total budget authority since FY 2001 and the justification for the amounts significantly over threshold, we find the Department's balances to be at a level generally consistent with standard costing levels. [However, the Department recognizes that there are always opportunities to enhance management control of our balances and will continue to seek innovative measures to more effectively manage and help reduce uncosted balances where feasible. For example, the Department will evaluate whether new management initiatives \(such as a business management system being implemented in the Office of Energy Efficiency and Renewable Energy\) may have broader applications, potentially helping to improve management of uncosted balances in multiple programs and appropriations.](#)

Utilizing carryover balances<sup>2</sup> to offset future budget requests is also important to bring continuity of operations and ensure balances remain at an appropriate level. In FY 2005, the Department in concert with Congressional direction utilized \$96.6 million in carryover balances to offset

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<sup>1</sup> The total amount over-threshold of \$646.6 million in FY 2005 is a "Net" figure consisting of over and under-threshold amounts for each appropriation.

<sup>2</sup> Carryover balances include uncosted obligations and unobligated funds.

funding needs. Appendix Chart 4 provides a breakout of the use of prior year carryover balances by appropriation.

### **Composition of FY 2005 Year-End Uncosted Obligations**

Exhibit 2

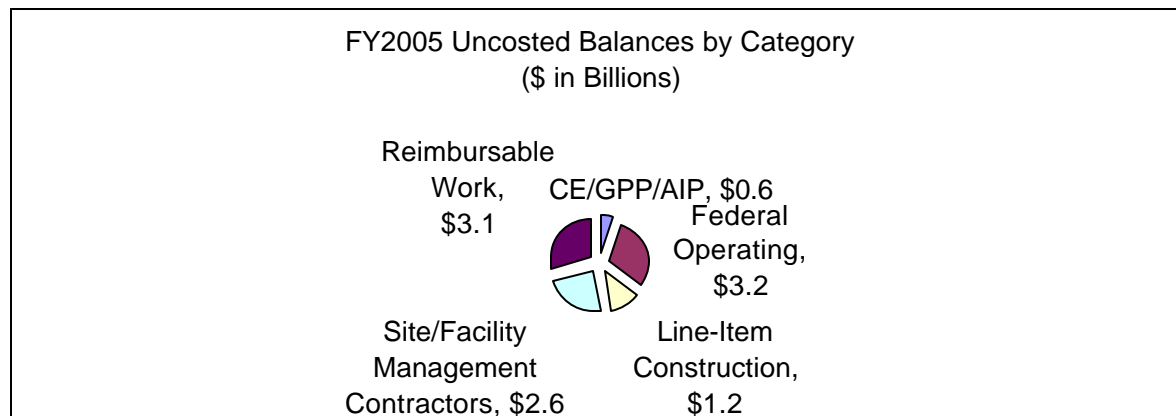


Exhibit 2 presents the composition of the Department's \$10.7 billion uncosted balance as of September 30, 2005. Of the total uncosted amount, \$3.1 billion was associated with reimbursable work funded by other Federal agencies and non-Federal entities. These funds are under external control and cannot be used to offset DOE appropriations. Another \$1.2 billion is associated with line-item construction projects. Construction projects are reviewed on a case-by-case basis through other Departmental processes.

\$600 million dollars of the total uncosted balance is related to Capital Equipment (CE), General Plant Projects (GPP) and Accelerator Improvement Projects (AIP). Another \$2.6 billion is attributed to uncosted balances arising from the operating activities of the Department's Site/Facility Management Contractors (SFMC). The final \$3.2 billion results from Federal operating activities not related to the other categories.

### **Threshold Analysis - Approach and Background**

It is not possible to eliminate uncosted obligations completely. Uncosted obligations are required to meet that portion of existing contractual obligations related to goods and services that have not yet been received, used or consumed. DOE maintains a cost-based accounting system, consistent with Office of Management and Budget cost and accrual accounting requirements, to track these balances.

In April 1996, the Government Accountability Office (GAO) issued its report "DOE Needs to Improve its Analysis of Carryover Balances" (GAO/RCED-96-57). GAO stated that the Department did not have a standard, effective approach for identifying excess carryover balances that might be available to reduce future budget requests. Instead it relied on broad estimates of potentially excess balances in its individual programs. As a result, GAO indicated that DOE could not be sure whether the amount of carryover balances proposed for use by its programs was adequate, too small or too large.

Recognizing that there is a legitimate rationale for retaining some level of uncosted balances, and to address GAO concerns, DOE developed a comprehensive approach for the systematic analysis

of uncosted balances. This approach is based on establishment of percentage thresholds specifying levels of uncosted balances consistent with sound financial management for specific types of financial/contractual arrangements. This allows the Department to evaluate its overall performance based on the variance between target thresholds and actual balances. The Department established the target thresholds through internal analysis and discussions with GAO.

A target threshold is defined as an analytical reference point (i.e., a specific dollar value or percentage of funds available) beyond which uncosted obligation balances should be given greater scrutiny. That does not mean balances in excess of threshold are inappropriate. It does mean those balances will become subject to more intensive review and require more detailed justification to determine their appropriateness.

In order to analyze those areas where the Department can exercise the most control, costs and uncosted balances are segregated into distinct categories that display similar and predictable costing patterns. Exhibit 3 outlines the various uncosted categories and their respective thresholds.

Exhibit 3

CATEGORY	THRESHOLD
<b>Contractor Operating Costs:</b> This category includes costs incurred by Site/Facility Management Contractors (SFMC) that manage Departmental sites.	<b>13% of the Total Funds Available to Cost (TAC)<sup>3</sup> for contractor operating activities for the FY year just ended.</b>
<b>Federal Operating Costs:</b> This category includes operating costs not related to SFMCs or other identified categories.	<b>17% of the TAC for Federal operating activities for the FY just ended.</b>
<b>Capital Equipment (CE), General Plant Projects (GPP) &amp; Accelerator Improvement Projects (AIP):</b> This category includes costs incurred for CE, GPP and AIP. CE includes those items that meet the accounting criteria for capitalization.	<b>50% of the TAC for CE, GPP and AIP respectively for the FY just ended.</b>
<b>Line Item Construction</b> <ul style="list-style-type: none"> <li>• Grants</li> <li>• Cooperative Research and Development Agreements and other Cooperative Agreements</li> <li>• Reimbursable Work</li> <li>• Environmental Management Privatization</li> </ul>	<b>Not Subject to a Specific Threshold. These costs should be reported and evaluated on a case-by-case basis throughout the life of the contractual instruments. (Consistent with GAO's approach)</b>

The analysis process requires that all Departmental elements array their uncosted balances in a standard format that discloses programs with balances in excess of the defined thresholds. For each program that exceeds the defined threshold, a narrative justification is required which explains the major drivers for the balances, accompanied by a request to retain the balances

<sup>3</sup> Total Available to Cost (TAC) represents the total of all obligated amounts that are available for costing during the year. TAC is calculated as Beginning Uncosted + Current Year Obligations.

based on a defined planned usage, or an acknowledgment that the balances can be withdrawn for higher priority use.

### **Threshold Analysis - Summary**

As noted earlier in this report, the purpose of the threshold approach is to provide a reference point beyond which further analysis is required to determine if a particular balance is appropriate or necessary. However, it cannot be assumed that any amount over threshold is inherently available or unnecessary. In addition to providing a basis for assessing the appropriateness of balances, this analysis helps to identify types of funding and contractual instruments that display inherently higher balances than typical operating funding. Categories such as line-item construction, grants, cooperative agreements, Environmental Management Privatization and reimbursable work have traditionally been exempted from threshold application. These exemptions are consistent with previous GAO treatment of DOE uncosted balances.

DOE's threshold analysis for FY 2005 shows that the Department as a whole is \$646.6 million above its target threshold (Appendix Chart 3), an increase of \$512.8 million versus FY 2004. Key appropriations driving this increase include Energy Supply, Other Defense Activities, Nuclear Waste Fund, Energy Conservation and Strategic Petroleum Reserve (Petroleum Account). These appropriations are included in the justifications in the Explanation of Significant Threshold Variances Section.

It is important to note that the amount over threshold represents a "net" amount at the Departmental level, and that this variance consists of a combination of over and under-threshold amounts for various appropriations. The over and under-threshold amounts allow the total value of the balances justified to exceed the \$646.6 million variance at the Departmental level. Thirty-three out of 56 appropriations exceeded their target threshold for uncosted balances. The following section identifies the key drivers for appropriations with an over-threshold amount greater than 5% of the Department's total net amount over threshold, [rounded down to the nearest \\$10 million \(equals \\$30 million for 2005\)](#). The total amount justified equals over \$1 billion.

### **Explanation of Significant Threshold Variances**

**Appropriation 89X0309, Defense Nuclear Nonproliferation (DNN)** – Exceeds the appropriation threshold by a net amount of \$556.5 million, primarily due to the rate and timing of costing for contracts and agreements with various foreign countries/entities related to the RTI, MPC&A, FMD, EWGPP and NIS programs, and long-lead procurements related to the Nonproliferation and Verification Research and Development (R&D) program.

Looking at costs alone, the uncosted balances for many of the DNN programs exceed DOE thresholds because of the costing patterns for the significant amount of DNN work conducted in foreign countries, including the Russian Federation and the Newly Independent States. Although most of this work is handled through operating contractors, business transactions with these countries, including contract negotiations and the subsequent accounting for these transactions, do not follow the normal obligation and costing patterns for typical operating contractors. Contract negotiations with a foreign entity may take from two to eighteen months to complete, and then work may take another three to six months to implement. Also, although funds are obligated up front on these operating contracts (many of which are multi-year in nature), costs

are not reported until the work has been completed. Due to the uncertainties related to foreign government reviews, site access agreements, export controls, learning curves required to conduct the work and rework of unacceptable deliverables, the costs associated with these obligations may not be reported for three to twenty-four months after the work orders are placed. This unique situation does result in higher uncosted balances than many of the other programs whose business is conducted primarily within the United States.

Due to the nature of this work, relying on costs alone does not reflect an accurate assessment of the programs' financial status. Along with costs recorded in the official accounting system, the inclusion of funds committed to contracts (deliverables underway but not costed) more completely reflects program execution and financial status. Commitments were tracked in the DOE accounting system for DNN programs for the first time in FY 2004. When commitments are added to costs, most of the DNN program balances are consistent with sound financial management. The DNN program has submitted a separate report to the authorizing and appropriation committees explaining in detail the program's cost and commitment status. The following programs are the main drivers in the DNN program exceeding the appropriation thresholds.

RTI: (\$69 million) Since full funding for an RTI project is required before negotiations begin, it is not unusual that up to 24 months of funding remains uncosted pending project completion. Funds are costed only when project deliverables have been received and approved. At the end of FY 2005, over 120 projects have contracts in place with Russian Institutes. When commitments are added to costs, more than 58 percent was costed or committed, leaving 42 percent uncommitted (\$48 million). Funds will be costed as soon as the contract deliverables are completed over the next 24 months. In addition, projects involved in Russia's nuclear cities have been slowed and will be coming to an end temporarily due to the expiration of the inter-governmental agreement.

MPC&A Program: (\$358 million) Although the appropriation threshold was exceeded for this program, when commitments are added to costs, 87 percent of the total funds available to cost were costed or committed, leaving 13 percent uncommitted (\$93 million), which is consistent with sound financial management. Over half of these uncommitted funds are associated with a supplemental received late in FY 2005 for MPC&A cooperation with countries outside of Russia and the Former Soviet States. The remaining uncommitted funds represent laboratory labor for ongoing contract negotiations and deliverables.

FMD Program: (\$249 million) Uncosted balances for this program are due to the liability issue between the U.S. and Russia, which caused a delay in the start of construction of the U.S. and Russian Mixed Oxide (MOX) Fuel Fabrication Facilities. We expect these funds to be costed in FY 2006 and early FY 2007.

EWGPP Program: (\$95 million) All of the Seversk project uncosted balances are committed to the project and are required in FY 2006 and FY 2007 to meet the planned FY 2008 completion date. Furthermore, the second fossil fuel power plant being constructed at Zheleznogorsk is expected to obtain approval of Critical Decision 3 (start of construction) in the second quarter of FY 2006 and, therefore, will begin to significantly draw down its uncosted balances in the latter part of FY 2006. The Zheleznogorsk Project uncosted balances are likewise committed to the project and required to complete the purchase of long-lead equipment and to perform the actual construction activities to meet its planned FY 2011 completion date.



Nonproliferation and International Security Program: (\$103 million) Uncosted balances for this program are primarily the result of difficulties arising from work in Russia/FSU and delays in negotiating various agreements with Russian institutes and other international partners. Specifics are as follows:

Policy (\$71 million): The majority (\$47 million) of the uncosted balance is due to unobligated funds held for a major procurement in the Kazakhstan Spent Fuel (BN-350) program. The funds will be used to procure the prototype dual-use cask in FY 2006 and serial production will begin in early FY 2007. Uncosted balances are also in the Russian Fuel Return program due to delays on the part of foreign governments to negotiate contracts/agreements with the United States, which in turn has delayed several shipments of fuel. Several of these negotiations are expected to be completed during FY2006. In addition, \$24 million of the uncosted balance is associated with ongoing negotiations for agreements to be signed and then implementation of the agreements to signed contracts. These remaining funds will be committed onto four large contracts in early FY 2006 and costed by late FY 2006 and early FY 2007.

International Safeguards (\$18 million): These balances are caused by delays in the signing of the International Atomic Energy Agency Additional Protocol Implementation Legislation in the spring of 2005, delays to the initiation of the Additional Protocol Reporting System that will be fully operational in FY 2006, and the subsequent signing of approximately ten safeguards cooperation agreements with our international partners.

Export Control (\$9 million): The uncosted balances will be committed and costed in FY 2006. The program has established a systematic approach to the review of export license applications that must be evaluated on a classified network. Many export control-related trainings and trips were postponed due to scheduling conflicts or to the internal situations of the countries involved. These postponements are outside the program's control. The funding, however, remains obligated for the training, which will be re-scheduled during FY 2006.

Nonproliferation and Verification Research and Development Program: (\$72 million) The majority of the work is associated with long-lead procurements for space sensors and lag time in processing multiple year awards for universities. As a result, the uncosted balances will be costed in one to three years. When commitments are considered as well as costs, 90 percent was costed or committed, leaving only 10 percent uncommitted (\$32 million), which is consistent with sound financial management.

**Appropriation 89X0213, Fossil Energy Research and Development (FERD)** - Exceeds the appropriation threshold by a net amount of \$95.4 million. The following items are primary drivers for the over-threshold amount: (1) continuing resolutions each fiscal year which have resulted in a delayed procurement cycle (December to December), [thereby decreasing the amount costed for selected contracts by as much as 8 percent or one month of costing activity](#); (2) the execution of competitive contractual instruments such as Broad Based Agency Announcements, Program Research and Development Announcements, Program Solicitations, etc., which require additional time to generate awards and produce higher than normal uncosted balances; (3) contracts of an R&D nature involving long-lead construction deliverables which create delays in the costing; (4) construction deliverable delays in which projects are susceptible to schedule delays due to the inability to obtain construction and/or other related permits; (5) cost-shared Fossil Energy activities that require full funding for a particular budget period or

phase of work which may span multiple fiscal years, resulting in work occurring over a longer period of time; and (6) uncosted balances retained to pay final vouchers for contracts in closeout and awaiting final Defense Contract Audit Agency audits. All reported over-threshold balances remain necessary to fund on-going programmatic activities for which they were appropriated.

**Appropriation 89X0243, Other Defense Activities** – Exceeds the appropriation threshold by net amount of \$72.3 million. The primary drivers for this over-threshold amount include: (1) \$34 million in interagency agreements issued late in FY 2005 due to the continuing resolution; (2) \$10.2 million appropriated for activities that were subsequently transferred to the Department of Labor and in FY 2006 will be used by DOE to continue record retrieval activities; (3) \$3.1 million in questionable contractor costs that are being evaluated by the Office of Procurement and Assistance Management -- payments are being withheld until a determination on the questionable costs has been made; (4) the late award of contracts totaling \$6.8 million to continue FY 2005 enhancements to the Department's protective force performance testing; and (5) \$3.1 million to complete the implementation of vital security initiatives involving Department-wide cyber security and completion of the Performance Test and Analysis Center. Changes in the scope of work resulted in these initiatives not being completed during FY 2005. These balances remain necessary to fund the programmatic activities for which they were appropriated

**Appropriation 89X5227, Nuclear Waste Fund** – Exceeds the appropriation threshold by a net amount of \$100 million. The primary drivers for these over-threshold amounts include: (1) \$30 million for subcontracts involving technical support and scientific and engineering studies that were budgeted for in FY 2005 but will not be awarded until early FY 2006; (2) uncompleted work of \$40 million due to the continuing resolution related to Repository Design and Site Operations; (3) legacy litigation fees of \$10 million; (4) \$10 million for cooperative agreements initiated in FY 2005; and (5) the recording of a \$10 million lease termination liability in accordance with OMB Circular A-11 (Preparation, Submission and Execution of the Budget) for contractor office space utilized on behalf of DOE. These balances remain necessary to fund the programmatic activities for which they were appropriated.

**Appropriation 89X0215, Energy Conservation** – Exceeds the appropriation threshold by a net amount of \$116.1 million. The FY 2005 ending uncosted balance for the Energy Conservation account was \$438.4 million, a reduction of 17.7 percent or \$94.3 million from the FY 2005 beginning uncosted balance of \$532.7 million. Some programs, such as the Biomass and Biorefinery program reduced their uncosted balance by 64 percent, from a FY 2005 beginning balance of \$9 million to an ending balance of \$3.2 million.

There are several reasons for the uncosted balances in the Energy Conservation appropriation. One reason is the operating procedures used to allocate the research and development funds. Competitive solicitations are subject to a two month solicitation period, a two month application period and a two to three month period for final award. This delays the obligation of funds significantly. Funds that might otherwise be obligated in December, for example, would be obligated in June or July. Therefore, an additional six to seven months (approximately 48 to 56 percent) of uncosted obligations might be expected at the end of the year.

Another factor that resulted in the uncosted obligations exceeding the threshold was the continuing resolution, which lasted into the second quarter of FY 2005. The delay in receipt of

funding, which limited the availability of funds early in the fiscal year and constricted the award of competitive solicitations, resulted in the postponement and delay of procurement activity and the incremental funding of projects/contracts. This delayed the obligations and the subsequent costing.

Also, the Office of Energy Efficiency and Renewable Energy frequently enters into cost-shared research activities, which are subcontracted through the Department's laboratories. The "Building America" program and the Freedom Cooperative Automotive Research Partnership program both are in this category. Funds for these and other cost-shared activities are most often multi-year in nature and require up-front funding to ensure program continuity. This funding process results in higher uncostered balances than normal due to the out year funding commitments.

The Office of Energy Efficiency and Renewable Energy recognizes the opportunity to further enhance management control of uncostered balances and is implementing a new business management system that facilitates structured performance reviews including the review of accrued costs and uncostered balances in relation to technical progress. Also, the office implemented a major reorganization for the purpose of improving program management. The new management processes and organization will increasingly facilitate advanced program planning, the timely transfer of funds to procurement offices for program implementation, and the monthly review of milestone achievements within projected schedules and costs. This emphasis on program and project management, with special attention on carryover balances, could reduce uncostered balances in the future. These funds are necessary to accomplish the programmatic activities for which they were appropriated.

**Appropriation 89X0233, Strategic Petroleum Reserve (Petroleum Account)** – Exceeds the appropriation threshold by a net amount of \$30.8 million. The major driver for this over-threshold amount is the transfer/loan of \$43 million from the SPR Facilities Account to finance drawdown operations directed by the President as part of an international effort to bolster oil supplies in the aftermath of Hurricane Katrina. This directive was announced on September 3, 2005, based on the President's determination and finding that events in connection with Hurricane Katrina resulted in a "severe energy supply interruption" within the terms of the Energy Policy and Conservation Act.

The Department conducted an on-line competitive sale during September 6-9, 2005, and awarded 11 million barrels of crude oil to five companies who submitted favorable bids. Activities financed via the Petroleum Account were power, operations, maintenance and technical support related to the drawdown. Deliveries, which began on September 26, were originally expected to be completed during October. However, the arrival of Hurricane Rita along the Gulf coasts of Louisiana and Texas on September 24, 2005, caused significant damage to several refineries, terminals and distribution systems that reduced the rate at which purchasers could take delivery of crude oil and process it into products. Of the 11 million barrels awarded, 10 million barrels have been delivered to-date. The remaining 975 thousand barrels may not be completed until early 2006. These balances remain necessary to fund the programmatic activities for which they were appropriated.

**89X0224, Energy Supply** – Exceeds the appropriation threshold by a net amount of \$45.6 million. The major drivers for this over-threshold amount are: (1) late issuance of cooperative agreements due to a last minute change in technology, which delayed negotiations and finalization of the work scope for the NuStart and Dominion Nuclear Plant Licensing

Demonstration (COL) projects. Consequently, COL project activities, particularly the reactor vendor activities, did not ramp up until late in the fiscal year. Therefore, the COL projects were unable to execute their planned scope of work resulting in a higher than anticipated carryover at the end of the fiscal year. The agreements total \$32 million. (2) \$4 million is required to perform the Very High Temperature Reactor Scoping Studies. The funding for these studies was received at the end of FY 2005, but the studies were not intended to be performed until FY 2006. (3) \$2 million is required to implement recommendations from the National Transmission Grid Study regarding research and development on cables and conductors, power electronics and substation components. This study was mandated by the President's National Energy Policy. A solicitation for competitive award of these funds under cooperative agreements was completed in August 2005, leaving insufficient time to accomplish any chargeable work under these funds. (4) \$3 million is required to complete various activities planned in FY 2005 with expected completion dates in FY 2006 and beyond, involving the Generation IV Reactor Program, Nuclear Energy Research Initiative, Advanced Computational Thermal Fluid Physics Assessments and Advanced Gas Reactor fuel development. (5) \$2 million is required to complete 3 projects concerning long-term aging and degradation of light water reactor materials. Funding was received in June 2005; however, the guidance memorandum carefully outlines a September 2006 completion date. These balances remain necessary to fund the programmatic activities for which they were appropriated.

## **LIST OF ACRONYMS**

AIP - Accelerator Improvement Project  
CE - Capital Equipment  
DNN - Defense Nuclear Nonproliferation  
EWGPP - Elimination of Weapons Grade Plutonium Production  
FMD - Fissile Materials Disposition  
FSU - Former Soviet Union  
GAO - Government Accountability Office  
GPP - General Plant Projects  
MPC&A - Materials Protection Control and Accounting  
MOX – Mixed Oxide  
NIS - Nonproliferation and International Security  
R&D – Research and Development  
RTI - Russian Transition Initiative  
SFMC – Site/Facility Management Contractor  
TAC - Total Available to Cost

## **APPENDIX**

Chart 1	Uncosted Obligations by Appropriation and Fiscal Year	(A1)
Chart 2	Uncosted Obligations Comparison of FY 2004 to FY 2005	(A3)
Chart 3	Uncosted Obligations Threshold Analysis by Appropriation	(A5)
Chart 4	Use of Prior Year Balances	(A7)

**U.S. DEPARTMENT OF ENERGY**  
**Uncosted Obligations by Appropriation and Fiscal Year**  
**Appropriated and Reimbursable Activities**  
*(dollars in thousands)*

APPROPRIATION	FY 2001	FY 2002	FY2003	FY2004	FY2005
<b>ENERGY &amp; WATER DEVELOPMENT</b>					
Geothermal Resources Development Fund	25	9	9	9	9
Federal Energy Regulatory Commission	3,883	9,136	10,636	11,396	5,144
Science	899,106	1,049,872	1,059,669	1,169,292	1,167,582
Energy Supply & Research Activities	481,174	591,107	782,457	903,284	1,077,262
Energy Supply & Research Activities - 98 Annual	2,880	1,406	0	0	(160)
Energy Supply & Research Activities - 99 Annual	4,133	2,939	3,316	0	(88)
Energy Supply & Research Activities - 00 Annual	20,274	4,263	3,859	2,244	13
Energy Supply & Research Activities - 99/00 2yr	2,384	1,186	1,141	794	0
Energy Supply & Research Activities - 05/06 2yr	0	0	0	0	13,175
Energy Supply & R&D - Reimb Work Non Fed	115,262	115,705	87,513	86,019	0
Departmental Administration	56,396	65,216	54,873	53,362	48,383
Departmental Administration - 99/01 3yr	348	303	294	272	37
Departmental Administration - 03/04 2yr	0	0	0	0	1
Working Capital Fund	15,280	15,511	16,466	21,925	21,799
Office of Inspector General	2,154	846	3,711	5,062	5,048
Weapons Activities	2,269,285	2,465,204	3,208,125	3,936,433	4,214,409
Weapons Activities - 02 Annual	0	18,365	10,783	217	89
Weapons Activities - Civil COE	(262)	(157)	0	0	0
Defense Env. Rest. & Waste Mgmt.	937,667	1,065,956	1,120,222	-185	80
Defense Env. Rest. & Waste Mgmt. - 99/01 3yr	202	190	50	50	0
Defense Environmental Services (Privatization)	540,144	560,020	725,699	250,549	288,209
Non-Defense Site Acceleration (Env.Mgmt)	58,063	55,874	42,305	20,733	19,014
Defense Nuclear Nonproliferation - 00/01 2 yr	1,500	0	0	0	0
Defense Nuclear Nonproliferation - 01/02 2 yr	29,845	13,167	980	10	4
Defense Nuclear Nonproliferation - 02/03 2 yr	0	122,466	67,700	12,628	887
Defense Nuclear Nonproliferation - 03/04 2 yr	0	0	24,785	12,796	87
Defense Nuclear Nonproliferation - 03/05 3 yr	0	0	17,000	62,371	(4,162)
Defense Nuclear Nonproliferation - 04/05 2 yr	0	0	0	19,246	11,089
Defense Nuclear Nonproliferation	443,157	610,109	819,672	843,959	958,670
Defense Site Acceleration (FacilityClosure Projects)	182,249	176,347	78,190	1,051,341	1,075,970
Defense Site Acceleration - 99/01 3yr	70	10	6	6	0
Office of the Administrator - 03 Annual	0	0	41,847	6,307	3,417
Office of the Administrator	3,661	50,625	20,160	66,571	86,753
Other Defense Activities	205,414	216,235	181,339	209,106	229,465
Other Defense Activities - 04/05 2yr	0	0	0	0	18
Other Defense Activities - 03/04 2yr	0	0	0	451	0
Other Defense Activities - 02 Annual	0	5,485	596	2	2
Other Defense Activities - 99/00 2yr	1	0	0	0	0
Southeastern Power Administration c/	292	547	472	552	388
Southeastern Power Administration - 2000 Annual c/	318	0	0	0	0
Southwestern Power Administration c/	9,537	13,578	14,345	15,873	17,120
Continuing Fund (SWPA) c/	0	0	0	0	783
Alaska Power Administration c/	16,595	799	0	0	653
Isotope Production & Distribution Fund a/	7,265	6,198	3,862	4,380	4,674
Colorado River Basins Fund a/ c/	5,715	13,090	9,079	17,794	11,431
Western Area Power Administration c/	94,154	71,185	144,069	127,775	95,558
WAPA - Emergency Fund c/	6,634	0	0	0	94
Falcon/Amistad Op. Fund (WAPA) c/	0	2	1,126	1,724	1,934
Nuclear Waste Disposal Fund	42,796	43,751	56,114	91,523	169,849
Nuclear Waste Disposal Fund - 2000 1yr	277	158	78	8	0
Non Defense Environmental Services(Uranium Facilities)	138,468	151,420	81,160	132,552	19,070
Uranium Enrichment D&D Fund	0	0	0	99,239	47,571
Defense Nuclear Waste Disposal	8,573	7,909	29,282	46,266	14,084
Naval Reactors	93,416	100,465	105,477	135,343	118,637
Northern New Mexico Fire Recovery	0	0	0	494	0
Cerro Grande Fire Activities	234,313	157,184	73,627	53,553	29,104
<b>TOTAL Energy &amp; Water Development</b>	<b>6,932,648</b>	<b>7,783,681</b>	<b>8,902,094</b>	<b>9,473,326</b>	<b>9,753,156</b>

**U.S. DEPARTMENT OF ENERGY**  
**Uncosted Obligations by Appropriation and Fiscal Year**  
**Appropriated and Reimbursable Activities**  
*(dollars in thousands)*

APPROPRIATION	FY 2001	FY 2002	FY2003	FY2004	FY2005
<b>INTERIOR</b>					
Fossil Energy Research & Development	352,068	395,355	359,138	362,856	360,746
Energy Conservation	418,964	556,006	612,782	532,699	438,399
Energy Information Administration	20,935	23,200	18,447	17,358	17,836
Economic Regulatory Administration	195	216	120	128	85
Strategic Petroleum Reserve	49,038	70,890	53,705	55,334	60,948
Naval Petroleum & Oil Shale Reserves	18,344	13,945	10,992	11,881	8,347
SPR Petroleum Account	6,192	7,381	5,348	3,976	36,100
Northeast Home Heating Oil Reserve Account	4,140	170	4,852	4,906	4,893
Emergency Preparedness	43	43	6,729	6,729	1
Clean Coal Technology	232,660	228,155	28,294	21,102	11,127
Energy Security Reserves & Alternate Fuels Prod	9,452	9,367	9,129	9,136	9,134
<b>TOTAL Interior</b>	<b>1,112,031</b>	<b>1,304,728</b>	<b>1,109,536</b>	<b>1,026,105</b>	<b>947,616</b>
<b>TOTAL Other <sup>b/</sup></b>	<b>30,538</b>	<b>31,750</b>	<b>4,544</b>	<b>21,658</b>	<b>9,203</b>
<b>TOTAL DEPARTMENT OF ENERGY</b>	<b>8,075,217</b>	<b>9,120,159</b>	<b>10,016,174</b>	<b>10,521,089</b>	<b>10,709,975</b>

**Footnotes:**

a/ Uncosted revolving fund balances.

b/ Other consists of expired appropriations, Payments to States under Federal Power Act, Trust Fund Advances for Co-Sponsored Work, Gifts, Donations and Bequests, and Transfer Appropriations.

c/ FY 2005 balances taken from year-end Power Marketing Administration uncosted submissions.

**General Notes:**

All amounts include the cost side of reimbursable work and exclude the collection side of reimbursable work.



**U.S. DEPARTMENT OF ENERGY**  
**Uncosted Obligations Comparison of FY 2004 to FY 2005**  
**Appropriated and Reimbursable Activities**  
*(dollars in thousands)*

<b>APPROPRIATION</b>	<b>2004 Total Uncosted</b>	<b>Increase/ (Decrease)</b>	<b>2005 Total Uncosted</b>
<b>ENERGY &amp; WATER DEVELOPMENT</b>			
Geothermal Resources Development Fund	9	0	9
Federal Energy Regulatory Commission	11,396	(6,252)	5,144
Science	1,169,292	(1,710)	1,167,582
Energy Supply & Research Activities	903,284	173,978	1,077,262
Energy Supply & Research Activities - 98 Annual	0	(160)	(160)
Energy Supply & Research Activities - 99 Annual	0	(88)	(88)
Energy Supply & Research Activities - 00 Annual	2,244	(2,231)	13
Energy Supply & Research Activities - 99/00 2yr	794	(794)	0
Energy Supply & Research Activities - 05/06 2yr	0	13,175	13,175
Energy Supply - Reimbursable Work Non Federal	86,019	(86,019)	0
Departmental Administration	53,362	(4,979)	48,383
Departmental Administration - 99/01 3yr	272	(235)	37
Departmental Administration - 03/04 2yr	1	0	1
Working Capital Fund	21,925	(126)	21,799
Office of Inspector General	5,062	(14)	5,048
Weapons Activities	3,936,433	277,976	4,214,409
Weapons Activities - 02 Annual	217	(128)	89
Defense Env. Rest. & Waste Mgmt.	(186)	266	80
Defense Env. Rest. & Waste Mgmt. - 99/01 3yr	50	(50)	0
Defense Environmental Services (Privatization)	250,549	37,660	288,209
Non-Defense Site Acceleration (Env. Management)	20,733	(1,719)	19,014
Defense Nuclear Nonproliferation - 01/02 2yr	10	(6)	4
Defense Nuclear Nonproliferation - 02/03 2yr	12,628	(11,741)	887
Defense Nuclear Nonproliferation - 03/04 2yr	12,796	(12,709)	87
Defense Nuclear Nonproliferation - 03/05 3yr	62,371	(66,533)	(4,162)
Defense Nuclear Nonproliferation - 04/05 2yr	19,246	(8,157)	11,089
Defense Nuclear Nonproliferation	843,959	114,711	958,670
Defense Site Acceleration (Fac.Closure Projects)	1,051,341	24,629	1,075,970
Defense Site Acceleration - 99/01 3yr	6	(6)	0
Office of the Administrator - 03 Annual	6,307	(2,890)	3,417
Office of the Administrator	66,571	20,182	86,753
Other Defense Activities	209,106	20,359	229,465
Other Defense Activities 04/05 2 yr	0	18	18
Other Defense Activities - 03/04 2yr	451	451	0
Other Defense Activities - 02 Annual	2	(594)	2
Southeastern Power Administration c/	552	(164)	388
Southwestern Power Administration c/	15,873	1,247	17,120
Continuing Fund SEPA c/	0	783	783
Alaska Power Administration c/	0	653	653
Isotope Production & Distribution Fund a/	4,380	294	4,674
Colorado River Basins Fund a/ c/	17,794	(6,363)	11,431
Western Area Power Administration c/	127,775	(32,217)	95,558
Western Emergency Fund c/	0	94	94
Falcon/Amistad Op. Fund (WAPA) c/	1,724	210	1,934
Nuclear Waste Fund	91,523	78,326	169,849
Nuclear waste Fund - 2000 1yr	8	(8)	0
Non Defense Environmental Services (Uranium Fac.)	132,552	(113,482)	19,070
Uranium Enrichment D&D	99,239	(51,668)	47,571
Defense Nuclear Waste Disposal	46,266	(32,182)	14,084
Naval Reactors	135,343	(16,706)	118,637
Northern New Mexico Fire Recovery	494	(494)	0
Cerro Grande Fire Activities	53,553	(24,449)	29,104
<b>TOTAL Energy &amp; Water Development</b>	<b>9,473,326</b>	<b>279,830</b>	<b>9,753,156</b>

**U.S. DEPARTMENT OF ENERGY**  
**Uncosted Obligations Comparison of FY 2004 to FY 2005**  
**Appropriated and Reimbursable Activities**  
*(dollars in thousands)*

<b>APPROPRIATION</b>	<b>2004 Total Uncosted</b>	<b>Increase/ (Decrease)</b>	<b>2005 Total Uncosted</b>
<b>INTERIOR</b>			
Fossil Energy Research & Development	362,856	(2,110)	360,746
Energy Conservation	532,699	(94,300)	438,399
Energy Information Administration	17,358	478	17,836
Economic Regulatory Administration	128	(43)	85
Strategic Petroleum Reserve	55,334	5,614	60,948
Naval Petroleum & Oil Shale Reserves	11,881	(3,534)	8,347
SPR Petroleum Account	3,976	32,124	36,100
Northeast Home Heating Oil Reserve Account	4,906	(13)	4,893
Emergency Preparedness	6,729	(6,728)	1
Clean Coal Technology	21,102	(9,975)	11,127
Energy Security Reserves & Alternate Fuels Prod	9,136	(2)	9,134
<b>TOTAL Interior</b>	<b>1,026,105</b>	<b>(78,489)</b>	<b>947,616</b>
<b>TOTAL Other b/</b>	<b>21,658</b>	<b>(12,455)</b>	<b>9,203</b>
<b>TOTAL DEPARTMENT OF ENERGY</b>	<b>10,521,089</b>	<b>188,886</b>	<b>10,709,975</b>

**Footnotes:**

a/ Uncosted revolving fund balances.

b/ Other consists of expired appropriations, Payments to States under Federal Power Act, and Trust Fund Advances for Co-Sponsored Work, Gifts, Donations and Bequests, and Transfer Appropriations.

c/ FY 2005 balances taken from year-end Power Marketing Administration uncosted submissions.

**U.S. DEPARTMENT OF ENERGY**  
**Uncosted Obligations Threshold Analysis by Appropriation**  
**Appropriated and Reimbursable Activities**  
*(dollars in thousands)*

<b>APPROPRIATION</b>	<b>2005 Total Uncosted</b>	<b>Uncosted Threshold</b>	<b>Variance Net</b>
<b>ENERGY &amp; WATER DEVELOPMENT</b>			
Geothermal Resources Development Fund	9	2	7
Federal Energy Regulatory Commission	5,144	37,228	(32,084)
Science	1,167,582	1,138,910	28,672
Energy Supply & Research Activities	1,077,262	1,031,678	45,584 *
Energy Supply & Research Activities - 98 Annual	(160)	0	(160)
Energy Supply & Research Activities - 99 Annual	(88)	11	(99)
Energy Supply & Research Activities - 00 Annual	13	9	4
Energy Supply & Research Activities - 05/06 2yr	13,175	1,716	11,459
Departmental Administration	48,383	54,860	(6,477)
Departmental Administration - 99/01 3yr	37	7	30
Departmental Administration - 03/04 2yr	1	(1,111)	1,112
Working Capital Fund	21,799	19,836	1,963
Office of Inspector General	5,048	7,878	(2,830)
Weapons Activities	4,214,409	4,280,077	(65,668)
Weapons Activities - 02 Annual	89	91	(2)
Defense Env. Rest. & Waste Mgmt.	80	761	(681)
Defense Environmental Services (Privatization)	288,209	288,623	(414)
Non-Defense Site Acceleration (Env. Management)	19,014	24,349	(5,335)
Defense Nuclear Nonproliferation - 01/02 2yr	4	1	3
Defense Nuclear Nonproliferation - 02/03 2yr	887	1,606	(719)
Defense Nuclear Nonproliferation - 03/04 2yr	87	1,663	(1,576)
Defense Nuclear Nonproliferation - 03/05 3yr	(4,162)	11,213	(15,375)
Defense Nuclear Nonproliferation - 04/05 2yr	11,089	2,575	8,514
Defense Nuclear Nonproliferation	958,670	402,178	556,492 *
Defense Site Acceleration (Fac.Closure Projects)	1,075,970	1,283,799	(207,829)
Office of the Administrator - 03 Annual	3,417	1,237	2,180
Office of the Administrator	86,753	83,385	3,368
Other Defense Activities	229,465	157,164	72,301 *
Other Defense Activities 04/05 2 yr	18	70	(52)
Other Defense Activities - 02 Annual	2	(3,618)	3,620
Southeastern Power Administration c/	388	4,807	(4,419)
Southwestern Power Administration c/	17,120	12,258	4,862
Continuing Fund SWPA c/	783	356	427
Alaska Power Administration c/	653	779	(126)
Isotope Production & Distribution Fund a/	4,674	4,618	56
Colorado River Basins Fund a/ c/	11,431	36,423	(24,992)
Western Area Power Administration c/	95,558	85,480	10,078
Western Emergency Fund c/	94	85	9
Falcon/Amistad Op. Fund (WAPA) c/	1,934	770	1,164
Nuclear Waste Fund	169,849	70,374	99,475 *
Non Defense Environmental Services (Uranium Fac.)	19,070	40,401	(21,331)
Uranium Enrichment D&D	47,571	84,789	(37,218)
Defense Nuclear Waste Disposal	14,084	38,991	(24,907)
Naval Reactors	118,637	176,244	(57,607)
Cerro Grande Fire Activities	29,104	24,484	4,620
<b>Total Energy and Water</b>	<b>9,753,156</b>	<b>9,407,057</b>	<b>346,099</b>

**U.S. DEPARTMENT OF ENERGY**  
**Uncosted Obligations Threshold Analysis by Appropriation**  
**Appropriated and Reimbursable Activities**  
*(dollars in thousands)*

<b>APPROPRIATION</b>	<b>2005 Total Uncosted</b>	<b>Uncosted Threshold</b>	<b>Variance Net</b>
<b>INTERIOR</b>			
Fossil Energy Research & Development	360,746	265,373	95,373 *
Energy Conservation	438,399	322,270	116,129 *
Energy Information Administration	17,836	17,144	692
Economic Regulatory Administration	85	29	56
Strategic Petroleum Reserve	60,948	31,889	29,059
Naval Petroleum & Oil Shale Reserves	8,347	5,829	2,518
SPR Petroleum Account	36,100	5,300	30,800 *
Northeast Home Heating Oil Reserve Account	4,893	1,704	3,189
Emergency Preparedness	1	0	1
Clean Coal Technology	11,127	2,777	8,350
Energy Security Reserves & Alternate Fuels Prod	9,134	1,553	7,581
<b>Total Interior</b>	<b>947,616</b>	<b>653,868</b>	<b>293,748</b>
<b>TOTAL Other b/</b>	<b>9,203</b>	<b>2,434</b>	<b>6,769</b>
<b>TOTAL DEPARTMENT OF ENERGY</b>	<b>10,709,975</b>	<b>10,063,359</b>	<b>646,616</b>

*\* Justifications for these over-threshold amounts are provided starting on page 5 of this report. A \$30 million threshold was used for amounts to be justified.*

a/ Uncosted revolving fund balances.

b/ Other consists of expired appropriations, Payments to States under Federal Power Act, Trust Fund Advances for Co-Sponsored Work, Gifts, Donations and Bequests, and Transfer Appropriations.

c/ FY 2005 balances taken from year-end Power Marketing Administration uncosted submissions.

**General Notes:**

1) Threshold amounts for reimbursable work, Line-item construction, EM Privatization and Grants, and Cooperative agreements are set at 100% as these activities inherently display a higher level of uncosted balances with minimal control and, therefore, do not lend themselves to threshold analysis. Other Departmental efforts monitor and address uncosted balances for these activities.





## U.S. DEPARTMENT OF ENERGY

### Use of Prior Year Balances

*(dollars in thousands)*

	FY 2004 Use of Prior Year Balances	FY 2005 Use of Prior Year Balances
Departmental Administration	10,650	0
Science	11,173	5,062
Weapons Activities	104,435	16,372
Defense Nuclear Nonproliferation	48,941	14,475
Office of the Administrator	5	0
Other Defense Activities	14,002	15,000
Non-Defense Environmental Services	10,002	0
Fossil Energy Research & Development	0	1,074
Naval Petroleum & Oil Shale Reserves	3,097	0
Energy Supply & Research Development	17,126	0
Non-Defense Site Acceration Completion	10,000	0
Defense Site Acceleration Completion	151,015	32,365
Defense Environmental Services	36,340	0
Naval Reactors	2,006	0
Western Power Administration	27	0
Energy Conservation	2,823	12,263
<b>TOTAL</b>	<b>\$421,642</b>	<b>\$96,611</b>

NOTE: Prior Year Balances may include unobligated balances as well as obligations that have not yet been costed.

Source: Office of Chief Financial Officer, Office of Budget